

Message Text

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ACTION OES-04

INFO OCT-01 EA-06 IO-10 ISO-00 CIAE-00 EUR-12 H-01 INR-07

L-02 NSAE-00 OIC-02 OMB-01 PA-01 PM-03 PRS-01 SAJ-01

SAM-01 SP-02 SS-15 USIA-06 TRSE-00 RSC-01 NSC-05

ACDA-05 BIB-01 DODE-00 (ISO) W
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P 071706Z FEB 75

FM USMISSION IAEA VIENNA

TO SECSTATE WASHDC PRIORITY 5473

INFO AEC GERMANTOWN PRIORITY

AMEMBASSY TOKYO PRIORITY

USMISSION GENEVA PRIORITY

C O N F I D E N T I A L IAEA VIENNA 1089

E.O. 11652: GDS

TAGS: PARM, TECH, IAEA, JA

SUBJECT: JAPAN-IAEA NEGOTIATION OF NPT SAFEGUARDS
AGREEMENT

REF: (A) IAEA VIENNA 0895

(B) IAEA VIENNA 0711

SUMMARY: MEMBERS OF JAPANESE TEAM AS WELL AS IAEA
NEGOTIATORS HAVE REACHED AGREEMENT ON PROTOCOL AS WELL
AS ON PART I AND II OF SAGEGUARDS AGREEMENT, THOUGH
ONE CRUCIAL POINT OF WORDING REMAINS TO BE SOLVED.
SPIRIT OF MUTUAL GIVE AND TAKE IN EFFORT TO OBTAIN DRAFT
ACCEPTABLE TO BOTH SIDES HAS CONTINUED THROUGHOUT WEEK
AND WE CONTINUE TO BE HOPEFUL THAT AGREEMENT WILL
BE REACHED BY WEEKEND. END SUMMARY.

1. AT THEIR REQUEST, I MET WITH CHIEF JAPANESE
NEGOTIATORS NODA AND IMAI 2/6 FOR BRIEFING ON CURRENT
STATUS OF SAFEGUARDS AGREEMENT NEGOTIATIONS. THEY REPORTED
THAT TALKS WERE GOING SMOOTHLY AND THAT COOPERATIVE
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ATMOSPHERE STILL PREVAILED.

2. AT THIS MOMENT, ONLY REMAINING POINT AT ISSUE IS EXTREMELY DELICATE ONE OF WORDING OF ARTICLE III OF THE AGREEMENT. AS DEPT. AWARE, JAPANESE TEAM IS UNDER THE GUN TO PRODUCE AN AGREEMENT WHICH CAN BE REPRESENTED TO HOME AUDIENCE AS AT LEAST EQUAL TO EURATOM AGREEMENT. FOCUS OF THESE NEEDS HAS CENTERED ON USE OF WORD "SAFEGUARDS" AS USED IN RELATION TO "NATIONAL SYSTEM" WITH JAPANESE WISHING TO REFER IN TEXT AS OFTEN AS POSSIBLE TO JAPAN'S "SAFEGUARDS" SYSTEM AND AGENCY TAKING THE POSITION THAT TERM "SAFEGUARDS" AS USED IN AGENCY STATUTE AND IN INF/CIRC/153 CANNOT BE ALLOWED TO SUGGEST ANY MEANING OTHER THAN AGENCY SAFEGUARDS, AND THAT JAPANESE FORMULATIONS WOULD FATALLY WEAKEN THAT MEANING. AT THIS MOMENT, WORDING OF ARTICLE III UNDER INTENSE NEGOTIATION, WITH BOTH SIDES KEENLY AWARE OF ISSUES INVOLVED, SHOULD THIS DEVELOP INTO IMPASSE, MISSION WILL REPORT DETAILS AND POSSIBLY MAKE RECOMMENDATIONS ON HOW US MIGHT HELP RESOLVE IT.

3. IT WILL TAKE SKILL AND MUTUAL COOPERATION TO RESOLVE THIS PROBLEM. THERE IS NO LACK OF EITHER. IMAI AND NODA HAVE HIGH PRAISE FOR FISCHER AND HIS COLLEAGUES AND THIS IS FULLY RECIPROCATED. MOREOVER, BOTH SIDES ARE SPARING NO EFFORTS IN SHEER MAN-HOURS TO REACH AGREEMENT. DDG HALL (US) HAS INSISTED THAT ALL INVOLVED ON AGENCY SIDE KEEP NOSES TO GRINDSTONE ALL WEEK. NODA HAS BEEN INSTRUCTED BY FONMIN MIYAZAWA NOT TO MAKE RETURN TRAVEL PLANS UNTIL SPECIFICALLY AUTHORIZED BY TOKYO. ACCORDING TO NODA, GOJ ONLY TOO WELL AWARE OF IMPORTANCE THESE NEGOTIATIONS IN PRODUCING AN AGREEMENT SALEABLE TO ALL ELEMENTS GOJ AND LDP. WHILE KEEPING THEIR FINGERS CROSSED, JAPANESE TEAM HOPES TO SUBMIT AGREEMENT AND PROTOCOL TO TOKYO TODAY OR TOMORROW AND, ASSUMING TOKYO APPROVES, TO RECEIVE AUTHORITY TO INITIAL TEXTS BEFORE THEIR DEPARTURE.

4. DURING OUR MEETING, WHEN ASKED HOW JAPANESE TEAM ASSESSED CHANCES OF BOARD APPROVAL OF AGREEMENT, IMAI OBSERVED THAT FRG RESREP (UNGERER) HAD TOLD HIM THAT HE HAD NO SERIOUS TROUBLE WITH TEXT. IMAI
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THEREFORE EXPECTS NO GREAT PROBLEMS WITH OTHER EURATOM MEMBERS. NOTE: OTHER THAN COMMENTS REPORTED IN REF A, SOVIETS HAVE YET TO BE HEARD FROM, THOUGH THEY ARE PRESUMABLY KEPT INFORMED THROUGH BERANEK, CZECH MEMBER OF AGENCY TEAM, WHO IMAI CONFIRMS HAS BEEN OBJECTIVE AND HELPFUL.

5. IT WAS CLEAR THAT JAPANESE TEAM NOW BELIEVED THAT

ONCE ARTICLE III RESOLVED, MAIN PROBLEM BEFORE IT WAS TO CONVINCE NPT CRITICS IN DIET AND ELSEWHERE. TO ADD TO THEIR AMMUNITION IN TOKYO DISCUSSION, I DESCRIBED US CONCEPT AND APPROACH TO EXTENDING AGENCY SAFEGUARDS TO US PEACEFUL FACILITIES, IN ORDER TO ACHIEVE POLITICAL PURPOSE FOR WHICH VOLUNTARY OFFER ORIGINALLY MADE. IMAI AND NODA HIGHLY PLEASED TO HAVE THIS INFORMATION WHICH THEY SAID WOULD BE OF GREAT VALUE IN THEIR MEETINGS WITH SKEPTICS IN TOKYO. THEY WERE ALSO MOST GRATIFIED WHEN I TOLD THEM OF DG'S PLAN, AS PART OF JAPAN'S SAFEGUARDS AGREEMENT PACKAGE, TO INCLUDE AN "AGREED MINUTE" COMMITTING HIM IN GENERAL TERMS TO CONSIDERATION OF "SAFEGUARDS TECHNICAL COMMITTEE" WHICH JAPANESE HAVE SAID IN PAST WAS PRE-REQUISITE TO NPT RATIFICATION. MOREOVER, HE WOULD BE WILLING MAKE STATEMENT TO THIS EFFECT BEFORE THE BOARD AT TIME WHEN BOARD CONSIDERED JAPAN-IAEA AGREEMENT. FINALLY, I SUGGESTED THAT GOJ POINT OUT IN ITS PRESENTATIONS THAT AGENCY AND DG HAD BEEN VERY FORTHCOMING IN TRYING TO MEET JAPAN'S NEEDS, AND THAT THIS ATTITUDE WAS DUE IN NO SMALL PART TO PRESENT COMPOSITION OF AGENCY NEGOTIATORS, IN PARTICULAR TO LONG AND COOPERATIVE RELATIONSHIP BETWEEN IMAI HIMSELF AND FISCHER.

6. AT CLOSE OF MEETING, NODA SUGGESTED STRONGLY TO MISOFF THAT US COULD LEND VALUABLE ASSISTANCE TO NPT PROPONENTS IN JAPAN BY US APPROACHES IN TOKYO AT THE HIGHEST LEVELS - (PRIMIN, FONMIN, MITI MINISTER, AS WELL AS NAKASONE) COMMENDING SAFEGUARDS AGREEMENT AS WORKED OUT HERE AND EXPRESSING HOPE FOR EARLY NPT RATIFICATION. PORTER

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: NPT, NUCLEAR AGREEMENTS, NUCLEAR SAFEGUARDS
Control Number: n/a
Copy: SINGLE
Draft Date: 07 FEB 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: ellisoob
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975IAEAV01089
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D750045-1042
From: IAEA VIENNA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19750263/aaaacerd.tel
Line Count: 145
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION OES
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 75 IAEA VIENNA 0895
Review Action: RELEASED, APPROVED
Review Authority: ellisoob
Review Comment: n/a
Review Content Flags:
Review Date: 31 MAR 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <31 MAR 2003 by BoyleJA>; APPROVED <15 SEP 2003 by ellisoob>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
05 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: JAPAN-IAEA NEGOTIATION OF NPT SAFEGUARDS AGREEMENT
TAGS: PARM, TECH, JA, IAEA
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006